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ABSTRACT

A study of the status of vocational training for limited-English-proficient (LEP) adults in New York State looks at the overall demographic situation of LEP residents in the state, state policy and action in serving LEP adults, and the specific situations in two regions. An introductory section reviews social, economic, and employment data concerning various ethnic groups, supported by data tables. The second section briefly reviews policy orientations and initiatives for provision of employment training for LEP adults. Section three examines in greater detail the roles of state agencies in providing services, focusing specifically on the state department of education, postsecondary institutions, the state departments of labor and social services, and the state division for youth. Service planning and coordination are also addressed. The final two sections describe the situations in New York City and Amsterdam, including characteristics of the LEP population, the economy, organizations providing services, planning and coordination of services, and additional service needs. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)

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VOCATIONAL TRAINING FOR LEP ADULTS IN NEW YORK STATE

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VOCATIONAL TRAINING FOR LEP ADULTS IN NEW YORK STATE

I. INTRODUCTION

Of all 50 states, New York State ranks second in terms of the number of people who speak a language other than English at home, according to the 1980 Census. Within the state, 20.1% of the population speak a language other than English at home, and 13.6% of the population are foreign born, as shown in Table 1. Nearly 60% of the Spanish origin population living in New York State, or 5.6% of the state's population, are Puerto Rican. Between 1983 and 1987, the state received 25,289 or 7.8% of the 321,704 refugees who came to this country. Almost 43% of the refugees entering the State were from Europe, and another 38% were from Southeast Asia.

TABLE 1

SELECTED POPULATION DATA FOR NEW YORK STATE: 1980 CENSUS

Total population	17,558,072
Percentage who speak a language other than English at home	20.1
Percentage foreign born	13.6
Percentage naturalized citizens	7.9
Percentage not citizen	5.9
Percentage Spanish origin	9.5
Percentage Puerto Rican origin	5.6
Percentage who speak Spanish at home	8.5
Percentage who speak a European language at home (other than English or Spanish)	6.7

The state's economy is growing. About 395,000 jobs were added during 1986 and 1987, and unemployment fell to a record low. Growth in total and personal per-capita income were well above the national average. The strongest growth was in the service sector where 93,000 jobs were added in 1986 and 90,000 in 1987. There were also substantial gains in retail trades (+83,000); finance, insurance and real estate (+62,000); government (+54,000); and construction (+50,000).[1/]

Despite generally favorable conditions, some sectors of the economy and geographical areas of the state did not do well. Manufacturing jobs decreased by 74,000 in 1986 and 1987, and areas of the state that depended on these jobs continue to experience high rates of unemployment.[2/] Additionally, the unemployment rates for minorities are about twice those for Whites, as shown in Table 2. According to a 1988 policy study on youth employment investments in New York, it was noted that the youth unemployment rate in 1986, which includes a very high proportion of LEP youth, remained well over 18%, compared to an overall unemployment rate of 6.3%. In that same period, youth ages 16-19 comprised only 7% of the total labor force. However, it is estimated that youth between the ages 16 and 19 represent 20% of the unemployed persons in the state.

Data on persons of Spanish origin, some of whom are limited English proficient, are available in the published 1980 Census data. Equivalent data for other groups with significant percentages of LEP persons are not available, however. The data in Table 3 illustrate the relative socioeconomic position of the Spanish origin population to the total population in New York State. Hispanics, on average, are 2.5 to 3 times as likely to live in poverty and have lower incomes. Hispanics are also less likely to have graduated from high school, and more likely to come from households headed by a female with no husband present and children under 18 years.

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[1]Governor's Coordination and Special Services Plan for JPTA and Related Programs in New York State for the Period July 1, 1988 to June 10, 1990. State of New York Job Training Partnership Council, Albany, New York: March 1988, pp 6-7.

[2]Ibid.

TABLE 2

SELECTED EMPLOYMENT DATA FOR THE STATE OF NEW YORK BY RACE AND HISPANIC ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Population Group	Civilian Noninstitutional Population	Civilian Labor Force		Employment		Unemployment	
		Number	Percent of Population	Number	Percent of Population	Number	Rate
Total	13,755	8,482	61.7	8,071	58.7	412	4.9
White	11,496	7,147	62.2	6,844	59.5	302	4.2
Black	1,815	1,048	57.8	951	52.4	97	9.3
Hispanic	1,468	808	55.1	741	50.5	67	8.3

Source: BLS unpublished data.

TABLE 3

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF NEW YORK STATE
1980 CENSUS

Characteristic	Spanish Origin Population	Total Population
Number	1,660,901	17,558,072
Percentage of total population	9.5	NA
Median age	25.2	31.9
Median household income in 1979	$10,381	$16,647
Median family income in 1979	11,263	20,180
Percentage families below poverty	32.0	10.8
Percentage persons below poverty	33.1	13.4
Percentage ages 25 and over who are high school graduates	42.2	66.4
Percentage ages 16-64 with a work disability	10.2	7.7
Percentage persons under 18 living with both parents	51.4	73.1
Mean number of children ever born	1.5	1.1
Percentage female householder, no no husband present, with children under 18 years	40.1	20.9

Among Hispanics, Puerto Ricans, on average, have the lowest incomes, highest rates of unemployment, highest rates of female headed households with children under age 18, and highest rates of persons receiving public assistance. The educational levels of Puerto Ricans in New York State are lower than other Hispanics and much lower than the total population in the state. Only 36.9% of the Puerto Ricans 25 years old and over were high school graduates compared to an average of 50.6% for the other Hispanic groups and 66.3% for the total population for the state, according to the 1980 Census.

Hispanics also comprise a much higher proportion than other groups of high school students at-risk of dropping out of school. As reported by the SUNY Center for Social and Demographic Research and the New York State Department of Labor, the dropout rate for Hispanics in the high school class of 1981 was almost double that of non-Hispanic youth (60% compared to 30%). Overall the state has the highest dropout rate in the country; about one out of every three youths does not complete high school. It is generally believed that Hispanic females, as a group, leave school earlier than any other single group.

New York State has a mix of minorities, many of whom are limited English proficient, who require varying types of services. Some are European and southeast Asian refugees. Others are legal immigrants from European and Latin American countries. Still others are from Puerto Rico with legal status as citizens, who can move freely between the continent and the island. Indications are that the net migration of persons from Puerto Rico to the mainland will continue to increase, and many will settle in New York. Limited English proficient persons from these various ethnic groups tend to live in areas throughout the state where there are concentrations of people from the same ethnic background.

II. STATE POLICY REGARDING LEP ADULTS

Two policy orientations generally describe state-level positions on the provision of employment training for limited English proficient adults and out-of-school youth. These are: (1) a certain level of English proficiency should precede employment training; and (2) within certain limited guidelines, most other decisions should be made at the local level. In fact, the major policy emphasis of the state legislature is English language training and literacy. The state allocated $3.5 million in the 1988-89 budget for competitive grants to localities to provide adult literacy/education aid. This includes ESL for persons 16 years of age and older.

Two state policy initiatives appear to be related to or have some effect on approaches to vocational training in general and for the LEP population in particular. First, a major study is being conducted by the State Job Training Coordinating Council to examine the overall state policy on employment training services for at-risk youth. Second, the policy that tuition assistance is not provided for short-term, non-credit vocational training for adults is being examined. In effect, the policy means local boards of education cannot assess fees for occupational or vocational training, therefore limiting the scope of services available to LEP adults.

There are other factors that could affect the quality of services for LEP adults as well. One is that there is no state aid or funding for adult occupational education; this increases the need for federal funding. In California, for example, public schools receive state funding for average daily attendance (ADA) for occupational/vocational education. As a result, more state money is available to the community college system for adult vocational training programs. In contrast, New York public school systems do not receive state FTE/ADA for occupational education; therefore, the K-12 programs need a greater percentage of Perkins vocational funds and less is available for adult programs. Another factor is that proprietary (private for-profit) schools are allowed to charge fees and collect Pell Grant funds. Community-based organizations have recently started applying for proprietary status so they can also become eligible for Pell Grants for their students.

The State Education Department has recently established a BVT State Working Team whose goal is "to develop an effective state network that can increase awareness and facilitate coordination of programs and services to LEP adults and out-of-school youth, including drop-outs." The extent to which it will make an impact is unknown at this time.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Agencies

Except for the Office of Refugee Services, none of the state agencies fund or provide employment training for LEP adults and out-of-school youth directly, nor do they promote a particular instructional model. Rather, several programs include LEP adults as a possible target group, but it is left to each locality to decide the extent to which this population is served. Furthermore, only minimal data are collected at the state level to document the extent of services to LEP adults. One of the objectives of the BVT State Working Team is to improve the collection and reporting of data on LEP adults. Services for the adult population are described below by state agency.

1. State Education Department: Office of Occupational and Continuing Education

The Office of Occupational and Continuing Education within the State Department of Education administers federal funds for vocational education. Table 4 gives the 1988-89 school year federal funding levels based on the assumption that the State of New York will receive $57.8 million for Fiscal Year 1989. Table 5 gives the funding by purpose and agency type. Table 6 presents the most recent school enrollment data available for the LEP adult population in the state.

As prescribed by JTPA, Title IIA 8% funds, which are set-aside for the state education agency use, are administered through the Bureau of Occupational and Continuing Education Program Support. In New York, these 8% funds are distributed to the local JTPA service delivery areas (SDAs). Each SDA. in turn, distributes these funds to various local providers. There are two JTPA 8% program priority areas for PY 1988:

- basic skills for JTPA eligible youth and adults; and
- school-to-work transition for JTPA eligible handicapped youth and non-handicapped youth with barriers to employment.

TABLE 4

FEDERAL FUNDING LEVELS

The fund allocation process for FY 1989 was begun before final federal appropriation levels were established. The levels used reflect estimated carry over and the estimated FY 1989 grant. These total $57.8 million. The following shows these estimated levels by Title and Part:

Title 2 - Basic State Grant	
Part A - Opportunities	
Handicapped	$ 5,590,097
Disadvantaged (including LEP)	10,063,860
Adults	6,030,761
Single Parents and Homemakers	4,439,532
Sex Equity	1,877,273
Criminal Offenders	591,008
Total - Part A	$28,592,531
Part B - Program Improvement	
Total - Part B	$22,516,262
State Administration	$ 3,570,000
Title 2 - Total	$54,678,793
Title 3 - Special Programs	
Part A - Community Based Organizations	$ 508,300
Part B - Consumer and Homemaking	2,360,765
Part C - Adult Training and Retraining	-0-
Part D - Guidance and Counseling	-0-
Part E - Industry/Education Partnerships	-0-
State Administration - Part B	132,000
State Leadership - Part B	100,000
Title 3 - Total	$ 3,101,065
Total Estimated Available Funds	$ 57,779,858

Source: Memorandum from the Assistant Commissioner from Occupational and Continuing Education and the Assistant Commissioner for Higher Education Services dated January 1988, pg. 42.

TABLE 5

FUNDING BY PURPOSE AND AGENCY TYPES

Purpose	Postsecondary Institutions	Secondary Agencies Major	Other	Total
Funds Via Formula -				
Title 2 Part A:				
Handicapped	$ 997,982	$ 3,733,454	$ 333,661	$ 5,065,097
Disadvantaged	2,768,750	6,065,303	704,807	9,538,860
Adult	1,703,575	3,597,186	-0-	5,300,761
Single Parent/ Homemaking	1,241,995	2,722,537	-0-	3,964,532
Sex Equity	-0-	1,155,191	-0-	1,155,191
Part A - Total	6,712,302	17,273,671	1,038,468	25,024,441
Title 2 Part B:	3,156,735	7,919,527	-0-	11,076,262
Total Via Formula	$9,869,037	$25,193,198	$1,038,468	$36,100,703

Total Via Formula	$36,100,703
Funds Via Request for Proposal and Direct Grants- (e.g., Title 3 Part A and B, Business and Industry Specific Training, Regional Centers, Postsecondary Sex Equity, Criminal Offenders)	$11,144,155
Special Agency Types - (e.g., State Supported Schools, Division for Youth)	$1,690,000
State Initiatives - (e.g., COnsortiums, Research Coordinating Unit, Administration)	$8,845,000
TOTAL	$57,779,858

Source: Memorandum from the Assistant Commissioner for Occupational and Continuing Education and the Assistant Commissioner for Higher Education Services dated January, 1988, p. 41.

TABLE 6

ENROLLMENT DATA FOR LIMITED ENGLISH PROFICIENT ADULTS: 1985-86

Type of Program	Total Number Enrolled	Number of LEP Adults Enrolled	Percent of LEP Adults Enrolled
Adult continuing education enrollment	610,068	NA	NA
Adult basic education and high school equivalency	109,292	41,819	38.3
Postsecondary occupational education enrollment	154,362	3,800	2.5
Adult occupational education at secondary agencies	77,855	1,707	2.2

Source: Office of Occupational and Continuing Education, February, 1987.

About 67% of the JTPA 8% funds support the basic skills initiative. The purpose of basic skills instruction is to raise the level of competence for severely educationally deficient youth and adults so they can move into advanced occupational skills training. This covers the following types of services: basic literacy, pre-high school equivalency, high school equivalency, English as a second language, remedial reading, writing and mathematics, bilingual instruction, job seeking and keeping skills, and keyboard skills directly related to computer literacy. Instruction may precede or be concurrent with other training. The target population includes LEP youth and adults.

The purpose of the school-to-work priority is to support a structured transition from school to work for economically disadvantaged youth, especially those with disabilities. Programs may include entry employment experiences, tryout employment, work experience, cooperative education programs, programs to develop work habits, school-to-work transition assistance including job clubs, job search assistance and job counseling.

In addition, the State University of New York administers two programs that serve the adult population. One is the Youth Internship Program. This was funded by the state at $1 million in 1987-88. It provides classroom remedial instruction and skills training and internships with local firms for unemployed, out-of-school youth in areas of the state with greatest need. Services are delivered through the community colleges. The other program is the Educational Opportunity Centers (EOCs) funded by the state at $24.1 million in 1987-88. There are 11 centers statewide located in urban areas that are administered through SUNY campuses. The target population is educationally and economically disadvantaged adults. The program serves about 11,000 per year. Among the services the centers provide are basic skills, ESL, GED, college preparatory studies, vocational skills preparation, and life skills preparation. No data are available on the number of LEP adults served in these two programs.

A summary of programs administered by the State Education Department that provide employment training and related services to adults and out-of-school youth is shown in Table 7, but state administrators generally do not have data on the number of LEP adults served.

2. Postsecondary Educational Institutions and Community Colleges

Funds for vocational education and related services are provided to the 36 community colleges and other higher educational institutions in the state. Approximately 28%, or over $11 million, of Carl Perkins Title II, Part A and B, funds are distributed for vocational educational programs to postsecondary institutions, including community colleges, proprietary schools, and educational opportunity centers . A total of 76 such institutions receive funds to serve adults.

Approximately 11.8% of the Title II disadvantaged funds to post secondary institutions are designated for LEP related programs. This funding allocation is based on the percent of LEP adults enrolled and reported by each institution as disadvantaged vocational student FTEs. The Bureau of Grants Administration under the Assistant Commissioner for Higher Education Services maintains enrollment data on LEP adults by institution and

TABLE 7
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE EDUCATION DEPARTMENT

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
JTPA State Ed. Coord. & Grants (8%) Program	JTPA Title IIA	Basic Skills, Employer-Specific Training	Economically Disadvantaged	5,000 per yr. (avg.)	$10 million + match required	Federal JTPA + match	Econ. Disadv. or their Employers
Carl Perkins Voc. Ed Act of 1985	Federal Statute	Vocational Education	Educationally Disadvantaged	219 Education Agencies	$53,862,470	Federal appropriation	Ed. Disadv. or their Employers
SEED-SABA/ED2 Linkage Projects	JTPA-Section 123	Education/Training	Residents in a Economic Development Zone	Unknown	$400,000 (approximately)	JTPA 8% (Federal funds)	Anyone living in an EDS. Focus on in-school youth.
Equivalent Attendance State Aid	State Ed. Law Section 3602	Basic skills, GED, occ.ed., work experience, life skills	Youth 16-20	4,500 (approximately)	$3 million (approximately)	State appropriation	In-school and out-of school youth
Adult Ed. Act Program	U.S. Adult Education Act	Basic ed., ESL, GED, life skills	Persons lacking H.S. Diploma	150,000	$7.1 million	Federal appropriation	Persons 18 and over without a H.S. Diploma
Welfare Education Program	State Ed. Law 207 & Title XX Social Security	Basic education GED ESL	Public Ass't. Recipients/ Economic Disadvantaged	150,000	$8.0 million	State appropriation	Persons 18 + over without a H.S. Diploma, Who are Also P.A. Recipients or Low Income
Schools as Community Sites	Legislative Appropriation	Instruction and Supplementary Services	Youth and Adults	NA	$1.5 million	State appropriation	Youth/Adults in Econ.Dispressed Areas
Independent Living Centers	U.S. Rehabilitation Act	Employment Related	Persons with Disabilities	NA	State: $5.5 mil. Fed: $1 mil.	State and Federal	Disability with Employment Potential
Voc.Rehab. Program	U.S. Rehabilitation	Employment Related	Persons with Disabilities	29,000 + (active caseload)	State: $17.2 mil. Fed: $67.5 mil.	State and Federal	Disability with Employment Potential
Sheltered Employment Program	State Ed. Law Article 21	Employment and Training	Persons with Disabilities	18,000 +	$41,413,550	State	Long-term Sheltered Worker

Source: New York State Job Training Partnership Council

allocates funds for LEP adults accordingly. Approximately $327,463 of the $2,768,750 shown for disadvantaged in Table 5 has been allocated thus far in FY 1989 for vocational programs for LEP adults in New York's postsecondary institutions. The postsecondary program defines a disadvantaged student as one eligible for State tuition assistance through the Tuition Assistance Program (TAP).

The programs offer a variety of vocational services to LEP students, including assessment and counseling services, basic education (reading, mathematics and writing remediation), general ESL classes, bilingual tutors, skills/drills through computer based instruction, selected skill training, and transportation.

In addition to vocational services supported by Carl Perkins funds, the community colleges provide vocational training and related employment services for a wide range of state agencies. For instance, the community colleges provide vocational training funded by the State Department of Social Services Comprehensive Employment Program (CEP), JTPA, Refugee Assistance Program, and Department of Labor.

3. State Department of Labor

By far the largest funding source that provides employment training for adults and out-of-school youth is the JTPA program administered by the State Department of Labor (DOL). As shown in Table 8, there are also two other federally-funded programs and one state-funded program administered by the DOL that serve adults. Decisions concerning the extent to which the LEP adult population is served are made by the local service delivery areas. Data on the number of LEP adults served are not compiled on the state level.

4. State Department of Social Services

The New York State Department of Social Services is a state supervised, locally-administered program providing a wide array of income maintenance, child and family support services, education and employment training, and medical assistance for public assistance recipients. These services are

TABLE 8
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE DEPARTMENT OF LABOR

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
JTPA Training Services for Economically Disadvantaged Youth & Adults	Federal JTPA Title IIA	Employment and Training	Economically Disadvantaged	66,000	$120,132,026	Federal	Economically Disadvantaged
Summer Youth Employment & Training	Federal JTPA Title IIB	Employment and Training	Economically Disadvantaged Youth	50,000	$ 40,357,817	Federal	Economically Disadvantaged Youth 14-21
Youth Work Skills Training Program	State Budget Appropriation	Employment and Training	Out-of-School Youth	370	$ 2,000,000	State Budget	Economically Out-of-School Youth Ages 16-19
Joint High School & College Program	State Job Service Plan	Job Search Assistance	High School & College Students	12,072	$ 2,070,000	Federal Wagner-Peyser	Priority given to drop-outs & high school seniors
Targeted Jobs Tax Credit (TJTC) Program	IRS Code 44B	Job Search Assistance	Economically	40,000	$ 1,017,211	Federal	Tax credits are authorized for employers who hire TJTC persons

Source: New York Job Training Partnership Council.

administered by 57 local social service districts. There are three major programs that provide employment training or related services to adults: (a) Refugee Assistance Program; (b) Comprehensive Employment Program (CEP); and (c) Key States Initiative Project.

The first of these, the Refugee Assistance Program, is the only program that specifically targets LEP adults. This program is funded primarily by the Federal Office of Refugee Resettlement and is administered by the Division of Child and Family Services. The Comprehensive Employment Program (CEP), which is part of the Bureau of Employment Programs in the Income Maintenance Division, also provides a wide range of vocational and employment related services for public assistance recipients, including LEP adults and out-of-school youth. No data are available on numbers of LEP adults served since state-level data on language background and ethnicity are not maintained. The Key States Initiative (KSI) project funds two special projects in the New York City area that target LEP adults and their families. All of these programs are described in more detail below. In addition, as shown in Table 9, the State Department of Social Services also provides a variety of other employment related services for adults, but does not have data on the number of LEP participants.

The Refugee Assistance Program serves refugees and entrants through 29 local service providers consisting of a combination of community-based organizations (CBOs) and mutual assistance associations (MAAs). MAAs are local organizations managed and run by refugees. Their goal is to promote refugee self-sufficiency. These local providers offer vocational training, ESL, employment services and family support services such as day care, and transportation. ESL is the preferred model of instruction. Each provider must use bilingual aides so the program can assure that outreach, assessment, and job development services are available to all participants. This model is used primarily because of the wide range of language groups in the state. For example, one provider in New York City serves refugees from at least seven different language groups, including Afghan, Cambodian, Czechoslovakian, Ethiopian, Polish, Romanian, and Russian. Increases are expected in the number of Russian Jews as well as refugees from Southern Europe and a variety of African nations.

TABLE 9
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE DEPARTMENT OF SOCIAL SERVICES

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
Comprehensive Employment Program (CEP)	State Social Services Law Section 131.7A	Through Local plans: Job clubs, employment related training, supervised job search, vocational training, basic education, individual assessment, work experience, and OJT through the Training and Employment Assistance Program (TEAP)	Public Assistance	25,589	NA	Federal, State, Local	Employable recipients of P.A. under AFDC or Home relief
Refugee Assistance Program	U.S. Refugee Act of 1980, Title IV and Refugee Education Assistance Act, Title V	A range of services including Language training/ employment services, vocational training, counseling assessment, day care and transportation	Refugee entrants	7,000	$5 million	Federal office of Refugee Resettlement	Persons with INS status as refugee or entrant and age and family income requirements
Voc. Rehab. for Blind and Visually Handicapped	U.S. Rehab. Act	Employment related rehabilitation	Legally blind handicapped persons	NA	NA	NA	Legally blind recipients who can be expected to benefit from voc.rehabilitation
Teen-age Day Care (TAP)	Aid to Localities State Budget	Day care for persons pursuing GED	Teenage parents	NA	$2.0 million	State	Parents under 21 with income up to 273% of poverty who are pursuing GED
Teenage Servcs. Act (TASA)	NYS Social	Case Management	Pregnant/parenting adolescents	800-1,000	$1 million (pilot projects)	State	Pregnant/parenting adolescents, especially on public assistance
Independent Living Program	Social Security Act	Academic Support; Vocational Trn'g.	Ages 16-21 in Foster Care	6,303	$7.5 million	Federal	Ages 16-21 in foster care with goal of independent living
Work Incentive Demonstration Program	U.S. Social Security Act, Title IVA	Employability development, testing, job counseling, search & voc.trng.	AFDC recipients	170,676 (FY 86)	$10.8 million $ 8.9 million part of FY87	Federal WIN Demo Grant and Title IVA SSA Funds	All AFDC clients Mandatory participation

Source: New York State Job Training Partnership Council.

The CEP serves LEP persons who are not refugees or entrants but who are eligible for public assistance. The CEP has three major components, employment program activities, employability or support services, and interagency coordination initiatives. There are eight employment program activities, including individual assessment and employability development planning, training and employment assistance program (TEAP), supervised job search, job clubs, vocational training, employment-related training, educational training, and work experience. The educational training component is the only one that targets LEP adults. Such services as literacy training, basic education, ESL, and GED are provided by local school systems, BOCES and adult learning centers. While the Department of Social Services does not promote a specific model of vocational/employment training for the LEP population, providers are encouraged to use a vocational ESL or VESL model.

In addition to these training activities, the CEP provides five types of support services. These are transportation, lunch allowance, clothing allowance, payments for books, tuition and supplies, and extended medical assistance. Also, through the CEP, the State Department of Social Services administers a variety of interagency coordination projects which serve LEP adults and youth. Some of these are:

- ten vocational education projects jointly funded with Federal Vocational Rehabilitation Act funds from the State Department of Education (SED) to develop comprehensive services for AFDC recipients;
- JTPA coordination occurs through DSS participation on the State Job Training Coordinating Council and through local SDA established targets for serving public assistance recipients in the JTPA Title IIA services;
- the Work Incentive Program (WIN) funded by the DOL focuses much of its services on AFDC clients; and
- a joint project funded on a 50-50 basis ($300,000 each) through Title IV of the Social Services Administration and Carl Perkins funds from the SED to encourage local school districts and local social service districts to work together in providing basic/remedial education, occupational education, skills training and support services to AFDC clients, high school dropouts, homeless and mothers with children under six years of age.

The Key States Initiative (KSI) is a national demonstration project which is being carried out in the five key states of New York, Michigan, Minnesota, Pennsylvania and Washington. Two of the KSI projects in New York target LEP persons from Afghanistan, Vietnam and Cambodia, three groups with high welfare dependency rates. One of the primary objectives of this program is to reach and serve families with multiple wage earners. VESL is used as a general approach to the training. This program allocated $500,000 for two projects in Queens and the Bronx in New York City. Each project has a case management team with an employment counselor and a bilingual aide.

5. State Division for Youth

The State Division for Youth (DFY) is the juvenile arm of the justice system. Table 10 summarizes employment training and related services administered by this agency. In addition to these programs, the DFY has a Bilingual Education Demonstration Project (BEDP) that is federally-funded by ESEA Title VII (Bilingual Education Act). This program provides a bilingual/bicultural program of study and a family resource worker for Spanish speaking LEP youths, many of whom have severe educational deficiencies. Approximately 12% of the total of 2,395 youth admitted to DFY residential programs in 1983 were Hispanic inner-city youngsters ages 14-20.

B. Planning and Coordination of Services

The state does not promote any specific statewide model of employment training and related services for LEP adults and out-of-school youth. Further, none of the state agencies collect or use data on a consistent basis to assess needs or plan employment training programs for LEP adults and out-of-school youth. The 1980 Census data have been used to estimate the number of LEP persons in the state and some agencies maintain enrollment data on LEP adults. However, definitions of limited English proficiency vary across agencies.

Coordination among state agencies is driven by legislative requirements. This means that the Department of Labor (primarily JTPA), the Education Department, the Department of Social Services, and the State Division of Youth coordinate employment training and related services for adults and out-of-school youth, with each other, but there is little focus on LEP persons.

TABLE 10
EMPLOYMENT RELATED PROGRAMS FOR ADULTS AND OUT-OF-SCHOOL YOUTH
ADMINISTERED BY THE STATE DIVISION FOR YOUTH

Program	Authorization	Program Services	Target Group	Number of Participants	1987-88 Funding	Source of Funding	Eligibility Criteria
Local Services	Exc. Law 19A	Employment Related Multi-service	Youth	NA	$54 million	State	Counties and municipalities based on target group
Residential Employability Development Program	State Legislation Appropriation	Assess., OJT, Job Development and Placement	Division for Youth	1,800	$3.3 million	State	Residents of DFY facilities
Job Development Program	State Legislation Appropriation	Assess., counseling, skills training, placement, support services	Division for Youth	600	$680,000	State	All division of youth clients 16+ over in aftercase status, etc.
Residential Transitional Occ. Ed.	Perkins Voc. Ed. Act of 1985	Voc.Training, Guidance, Placement	Division for Youth	2,715	$312,000	Perkins Funds	Youth in DFY community access facilities and in transition from facility to community life
DFY Maintenance Team Programs	State Legislation Appropriation	OJT, Counseling, Family Planning, Life Skills	DFY Youth	50	$229,000	State	Clients in DFY community access facilities on after case status

Source: New York State Job Training Partnership Council.

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In sum, many programs administered by state agencies provide employment training and related services to disadvantaged groups, including LEP adults and out-of-school youth. Without adequate data, however, it is not possible to assess at the state level the extent to which the needs of the LEP population are being met.

Policy and services for LEP adults in a metropolitan area (New York City) and a small city (Amsterdam) are discussed in the next sections of this case study.

IV. NEW YORK CITY

According to the 1980 Census, the total population of New York City, was 7,071,639 (40% of the state total).

A. The LEP Population

There is little reliable data on the current LEP adult population in New York City. The most available and extensive population data for the City are still taken from the 1980 Census (see Table 11). Although these data reveal a large language minority population, most of the respondents to this study assume that the size of the LEP population is greater in 1988 because of extensive immigration during the 1980s.

TABLE 11

1980 CENSUS DATA FOR METROPOLITAN NEW YORK CITY

Total population	7,071,639
Percentage who speak a language other than English at home (5 years and over)	35.5
Percentage foreign born	23.6
Percentage naturalized citizens	12.3
Percentage not citizens	11.3
Percentage Spanish origin	19.9
Percentage Puerto Rican origin	12.1
Percentage Asian origin	3.4
Percentage who speak Spanish at home	18.2
Percentage who speak European languages at home	8.7
Percentage who speak Chinese at home	1.6

Spanish is spoken at home by over one million people, or 18.2% of the City's population, according to the 1980 Census. The Spanish origin population represents 20% of the population, with Puerto Ricans accounting for about 61%

of that total. Respondents report that Spanish is the native language for about 75% of LEP students in the City's schools. This is supported by a monitoring report titled "Services to Limited English Proficient Students in the New York City Public Schools" from the Educational Priorities Panel and conducted by Interface, August, 1987.

Education, training, and social service programs are being called on to serve LEP adults from many different language groups. One agency reported that there are at least 60 languages being spoken, and representatives of the Board of Education suggest that there are 90 different "first languages" spoken within the LEP population. While there is some debate over the number of different languages, there is no disagreement about the increasing need for vocational training services for the LEP population in the City. Increasing numbers of refugees, entrants, immigrants and others are coming to the City from Southeast Asia, the Middle East, Eastern Europe, the Soviet Union, etc. According to several respondents, planning and developing programs for the Spanish-speaking LEP population is the easy part of the process of providing vocational services to the LEP population in New York City. Developing instructional models for the wide mix of language groups is one matter, but except for Spanish and Chinese, finding bilingual staff in the wide range of language groups who are qualified to offer training in a specific skill area is even more difficult, if not impossible.

B. The Economy

In 1987, the overall unemployment rate in the State of New York fell to a new low of 4.9%. Although 105,000 new jobs were added in New York City during that year, the unemployment rate in the City was 5.8%. This was the lowest rate since 1970, but was higher than the average for the State. This low unemployment rate, however, disguises the conditions of at-risk youth in the City. During 1986, when the overall rate for the City was nearing 6%, the unemployment rate for teenagers in the labor force was nearer 20% overall. In some sections of the City, e.g., South Bronx, nearly 70% of teenage or at-risk youth were unemployed.

According to the 1980 Census, the median household income in the City was almost 20% lower than the State median ($13,854 for the City and $16,647 for the State). Further, the median household income for the Spanish origin population of the city was approximately 30% less than the median household income for the total population of the City. There is also an ever increasing proportion of single-parent families residing in the City. The New York City Department of Employment reports that over half of all female-headed households in the State reside in New York City itself. A large proportion of these are Hispanic. As shown in 1980 Census (see Table 12), 38.2% of Spanish households had a female head of household with no husband present, compared to 25.8% of the total population.

TABLE 12

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATION OF NEW YORK CITY: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	1,406,389	7,071,639
Median household income in 1979	9,676	13,854
Median family income in 1979	10,415	16,818
Percentage families below poverty	34.5	17.2
Percentage high school graduates	39.5	60.2
Percentage unemployed	10.9	7.7
Percentage in manufacturing	30.1	17.4
Percentage in retail	14.4	13.3
Percentage in professional and related services	16.1	23.1
Percentage ages 16-19 not enrolled in school, not H.S. graduate	NA	15.6
Percentage persons under 18 living with both parents	48.1	59.5
Female head of Household with no husband present	38.2	25.8

These data give a less than positive overview of the economic forces affecting the system of service providers of vocational education, training, and support services for the LEP adult population in the City. One respondent, who is the chief administrator of one of the City's key agencies in this system, describes New York City as a "city-at-risk," a City with a crumbling infrastructure, ever decreasing resources to serve an ever increasing LEP population in need of employment related services. Although Hispanics are over-represented in this population needing services, they are under-represented in those receiving services. Other agencies report language groups other than Hispanics who are even harder to reach, e.g., Iranians, Russians, and Cambodians. Many of these language groups settle in isolated areas. Some of the agency staff interviewed see these small closed language-based communities as isolated and the most difficult to reach. Others, however, expressed greater concern about the extremely high number of teen parents, high school dropouts and the 16-24 year old Hispanic females with no support, skills or possibilities for employment. It was reported that over one-third of all AFDC and related clients need ESL training.

The crowded and dense urban environment of the City makes access to services extremely difficult for some groups that tend to live in isolated neighborhoods. According to several respondents, groups who have been in the U.S. for several years or longer have tended to lose their own native language competencies, if they had any native language skills when they arrived in the U.S., and have not developed corresponding English language skills. These program administrators indicate that LEP adults need to be recruited into programs within the first six months in the U.S. in order for them to be reached before this cycle begins.

C. Organizations Providing Services

There are six major providers of vocational training and employment related services in New York City. These are:

- New York City Board of Education;
- New York City Department of Employment;
- New York Department of Human Resources;
- City University of New York;

- Community-based organizations, private, non-profit and religious groups; and
- Proprietary schools.

In a city of the size and complexity of New York City, it seems somewhat unusual to describe these organizations as operating at the "local level." Even so, from a funding, resource flow, and delivery perspective, these organizations are functioning at such a level. There are an estimated 750 local public schools, CBOs, churches, proprietary schools, community colleges, employment assessment and placement centers, and libraries delivering vocational training and employment services for and/or through the sponsorship of the above six organizational entities. Albeit indirect, all of these organizations deliver some services to the LEP adult population. Some of the CBOs and non-profit programs are totally dedicated to serving LEP adults. The first four major organizations in this list, of course, have a broad public mission of serving a diverse and comprehensive segment of the population.

1. The Board of Education

The Board of Education receives over $15 million in Carl Perkins funds annually from the State Education Department. According to budget records in the Office of Occupational Education, 30% of these funds are designated to serve the disadvantaged, instead of the normal 22% set-aside. The additional 8% is taken from Part B funds. This office allocates about 42% of the disadvantaged funds to serve LEP students in "specific and visible ways." Most of these funds go to the High School Division, with about 10% of the 42% going to serve LEP adults.

The Board of Education also receives funds from city tax levy, JTPA, and other federal programs serving the disadvantaged. The Board's Adult Education Program, for example, receives funding from the Federal Adult Education Act, 8% JTPA set aside, state-supported Employment Preparation Education (EPE), Mayor's Literacy Initiative, Mutual Assistance Corporation or "Big Mac" funds, State Economic Development funds, Refugee Assistance Program, and private funds from industry and unions for specialized training.

The Adult Education Program, offers comprehensive services to LEP adults including basic literacy for non-English speakers, ABE, ESL, occupational preparation and counseling, and life survival skills training. The program serves over 100,000 ESL students per year. Although the exact number of LEP adults in this program is not known, the number on the waiting lists for ESL classes is used as an indicator of the need for services for the LEP population. With an active waiting list of over 7,000 LEP adults for ESL classes alone, respondents estimate that even if all of their resources were applied to ESL and related occupational training, there would still be a waiting list for services to adults with limited-English backgrounds.

ESL classes are offered at 300 different sites throughout the City. In addition, four comprehensive adult learning centers in Brooklyn, Harlem, Queens and Crown Heights provide special occupational training for LEP adults in clerical, data entry, air conditioning, and auto mechanics. The administrator of this program says that data entry is one of the most popular and effective occupational programs for LEP adults offered by the Board of Education. Respondents indicate that little advertising is necessary for these programs given the scope of the current waiting lists.

Most recruiting for occupational programs is done at ABE and ESL classes. LEP adults with only basic ESL training have difficulty qualifying for many occupational training programs, including JTPA. The eligibility criteria for JTPA include testing at the 8th grade level on most placement tests. Training programs in which LEP adults with some ESL training might have traditionally been accepted no longer accept them. For example, the Board of Education's Licensed Practical Nurse program receives over 3,000 applications for only 140 slots at just two of its adult learning centers. Thus, the bulk of the Board's services for LEP adults is related to literacy rather than occupational training.

2. The Mayor's Department of Employment (DOE)

DOE receives about $80 million in JTPA funds from the 78% set aside. A PIC that functions as an oversite board for this department also has a small

staff and serves as one of the JTPA contractors, receiving about 13% of the 78% funds. Since the NY State Education Department distributes 8% JTPA funds to the SDAs for local-level programs, this department receives 8% funds for "school-to-work" transition and for basic skills. As a goal, the DOE seeks to serve the disadvantaged instead of the unemployed through its JTPA program. The DOE is attempting to target its services and efforts toward the poorest of the "greatest-in-need."

LEP adults are reached first through the TAP Centers located throughout the City's five boroughs. The Department of Employment allocates over $8 million of its JTPA program funds to serve approximately 35,000 clients per year in its TAP Centers. TAP services include recruitment, assessment, counseling, job preparation and placement. LEP adults also receive basic skills training, ESL, and remedial services through the JTPA 8% funds distributed by the DOE to 15 city-wide providers including four community colleges, the Board of Education, nine CBOs, and one church. The DOE does not have reliable data on the number of LEP adults served in the TAP Centers. All services at the TAP Centers other than actual skill training are provided in a variety of native languages other than English.

In addition to the TAP services, the DOE provides vocational services to the homeless, AFDC mothers, drug addicted veterans, inmates in city correctional institutions, youth offenders on probation, and youth who have "aged-out" of foster care. Over 21,000 older youths who are too old for foster care are in need of vocational and work experience services. A fair percentage of these youth are LEP. The exact number is not known, however.

3. The Department of Human Resources (DHR)

DHR is the primary social services agency for the City. This agency receives funding from the State Work Incentive Program (WIN) jointly sponsored by the NY Department of Social Services and the Department of Labor. Under this joint arrangement, the DHR operates several special programs aimed at reducing protracted welfare dependency and at assisting AFDC clients in achieving self-sufficiency. The Office of Employment

Programs also administers a city-wide "workfare" program that provides vocational education, training, job search and related support services for AFDC clients. The workfare program maintains a referral network of over 600 training programs in the City to which AFDC clients are referred for assessment, counseling, training and placement.

The City Workfare Program serves over 100,000 adults who are on public assistance. A variety of types of employment related services are provided, including:

- work experience programs;
- skill or occupational training;
- job search;
- work assignments; and
- job placement.

It was estimated that over one-third of participants in the Workfare Program need ESL training; most are Hispanic. Even so, these individuals are not identified as LEP or as needing ESL. The program does serve some clients who speak no English by assigning them to work experience crews.

One of the most significant features of the DHR program is its referral network of local neighborhood training programs. The Central Training Unit in the Office of Employment Services maintains a computer-generated master list of over 600 providers. A Central Training Unit staff of four maintains, updates, and distributes extensive information to all local DHR offices. A provider profile includes such information as agency name, address, telephone number, primary contact person, location of training sites, entry restrictions, description of services, entry criteria, training cycles and schedules, documentation required, and travel directions. Highlights of referrals by month are also circulated to various key offices. Other monitoring and evaluation activities are carried out on a periodic basis. This provides for considerable networking and coordination at the local borough level.

4. The City University of New York (CUNY)

CUNY is the primary recipient of the Mayor's New York City Literacy Initiative funds in the amount of $3.5 million. Through a competitive RFP process, CUNY distributes these funds to 14 of the 17 institutions of higher education (IHEs) in the City. A little more than half of these funds are devoted to ESL services. There are six community colleges operated under the auspices of CUNY. A University Plan for using Perkins funds is developed by the Office of the Vice Chancellor for Academic Affairs. However, each IHE in the CUNY system receives Carl Perkins funds directly by formula from the New York State Office of Postsecondary Program Support. Several of the community colleges receive financial support for vocational services for out-of-school youth from State categorical funding for youth. Individual campuses support vocational services for the LEP population through a variety of other City, State, and Federal funding sources, including the JTPA and State Refugee Assistance Program.

Community colleges operated under the general administration of CUNY offer extensive vocational training and ESL programs in six different sites around the City including the Boroughs for Manhattan Community College, Bronx Community College, Eugenio Maria de Hostos Community College (Bronx), Fiorello H. Laguardia Community College (Queens), Kingsborough Community College (Brooklyn), and Queensborough Community College (Queens). Using Carl Perkins funds, the community colleges provide non-credit and regular credit courses for LEP adults. Tutoring for individualized problems, ESL labs for self-paced instruction, support services, and language arts workshops are available for LEP adults who enroll in credit courses and who need ESL training.

5. Community-Based Organizations

There are also hundreds of community-based, non-profit, and religious organizations that provide vocational training and related services throughout the five boroughs of the City. Most of these organizations receive funding from one of the programs described above. These borough

level providers are also supported by various federal discretionary programs as well as private funds from foundations and individual donors. Many of these have been established as refugee resettlement agencies supporting the location and transition of refugees and immigrants to this country.

Many borough-level organizations direct all of their efforts toward serving the LEP adult population, for example the New York Association for New Americans (NIANA). This is a non-profit private agency created to support the settlement, transition and self-sufficiency of refugees. NIANA has a Federal grant from the Bilingual Vocational Education Program in the U.S. Department of Education to provide training in three occupational areas: data entry, furniture finishing and architectural drafting. As shown in Table 13, each of these skill areas is matched with a specific language group and uses a particular instructional model.

TABLE 13

OVERVIEW OF NIANA's BVT PROGRAM

Language Group	Occupational Skill Area	Instructional Approach Used	Bilingual Staff
Cambodian	Furniture Refinishing	Occupational Instruction in English	Bilingual Aide
Iranian	Data Entry	Occupational Instruction in English, and ESL	Farsi Aide in Data Entry and ESL class
Russian	Drafting	Occupational Instruction in Russian, and ESL	No aide

Four primary criteria are used to select the approaches used. They are:

- extent of technical terminology required on the job;
- English language skills of the participants;
- demands of the work situation; and
- literacy in the native language.

6. Proprietary Schools

The final type of organization, proprietary schools, consists of a wide range of private nondegree-granting trade, technical, business and correspondence schools. Many of these are licensed by the State Education Department and perform training under contract for JTPA, Refugee Assistance Program and other public funding sources. These schools normally charge fees and tuition. Many of them are eligible for Pell Grants and other individual student tuition assistance and Federal loan programs.

D. Planning and Coordination

Based on interviews and reviews of various program documents, there is little evidence of official or formal coordination of vocational services for LEP adults at the City-wide level. One key respondent indicated that coordination at the program administration level is very poor in general and almost nonexistent in addressing services for LEP adults. A number of respondents stressed the importance of integrating services at the service delivery level, and described informal planning meetings held between different agencies as required by cross-funding or other jointly funded special projects. For example, the Board of Education receives 8% JTPA funding from the New York City SDA (administered by the DOE). These two meet periodically to discuss funding, reporting, and other program issues.

The Department of Human Resources Workfare Program, in developing and maintaining its training program referral system works with a variety of local schools as well as the Board's Adult Education Program. In referring clients to the wide range of community-based and non-profit training programs, there is considerable interaction at the service delivery level between DHR Workfare Program staff and these training programs. Although it is clear that these

referrals facilitate linkages and coordination between service provider staff from several different agencies, it is not clear whether and how agency program planning and policy decisions are informed by these activities.

All respondents expressed great concern that the training needs of out-of-school youth and disadvantaged adults in general far exceed the extremely limited vocational training resources for meeting these needs. Several respondents indicated, however, that there would be no shortage of training programs ready and willing to meet these needs in general and to serve the LEP adult population in particular, if funding were available. Several key respondents said that with so many different organizations working to serve the same population and with limited resources to do so, program coordination and evaluation across agencies is imperative. One Board of Education administrator indicated this would prevent unnecessary duplication of the same services funded by different agencies. This respondent described the JTPA 8% program as one of those duplications. This program funds 15 local providers in the City for school to work transition and basic skills training activities. According to this respondent, these services replicate existing activities funded by the sex equity part of Perkins Act (a small program), and the ABE program funded by the Adult Education Act. It is important to note, however, that the 8% JTPA set-aside is instrumental in creating the need and opportunity for coordination between the Board of Education, community colleges, several CBOs and the DOE.

E. Additional Service Needs

According to almost all respondents, the "poorest in greatest need of vocational training and employment services" are not being served by the vocational programs in the City. There seems to be total agreement that a great number of LEP adults unable to speak English at all and unable to read or write above the third or fourth grade level are not being served. Moreover, all respondents expressed concern about the lack of services for the City's youth, especially those who live in isolation in the poorest neighborhoods in the City.

It was also indicated that whereas greater "entrepreneurial zeal" is needed on the part of many public supported providers, the opposite is true for many of the proprietary schools. These private for-profit schools encourage adults to obtain Pell grants and other loans without providing the necessary support to ensure that these students remain in the program long enough to get the skills needed to earn the money to repay these loans. There is a major gap in financial and career counseling for LEP adults, especially for refugees and immigrants. Greater efforts need to be made in recruiting those who are traditionally defined as the "hard to serve." There is complete agreement that the overall economy and labor market of New York City depend on these sources of labor.

V. AMSTERDAM, NEW YORK

Amsterdam is located in Montgomery County on the Mohawk River in the foothills of the Adirondack Mountains. It is primarily a manufacturing town set in a rural county approximately 35 miles northwest of Albany.

A. The LEP Population

According to the 1980 Census, the population of Amsterdam was 21,872. As shown in Table 14, a significant percentage of residents speak a language other than English at home (22.3%). Almost 8% of Amsterdam's population is foreign born. The largest percentages of these individuals are from Poland and Italy. Over six percent of Amsterdam's population is Hispanic, 65% of whom are Puerto Rican. Other Hispanics are primarily from Central America.

TABLE 14

SELECTED POPULATION DATA FOR AMSTERDAM, NEW YORK
1980 CENSUS

Total Population	21,872
Percentage Who Speak a Language Other than English at Home	22.3
Percentage Foreign Born	7.9
Percentage Who Speak Polish at Home	8.5
Percentage Who Speak Italian at Home	5.0
Percentage Who Speak Spanish at Home	5.9

The most recent immigrants from Poland, Italy, and Central American are fairly well educated and skilled. Many are underemployed because of their limited English proficiency and inability to get credentialed in their own fields. The Puerto Ricans, on the other hand, move freely between Puerto Rico and the mainland. They tend to be less educated and skilled.

Compared to the total population of Amsterdam, the Hispanics do less well economically. Table 15 provides selected data on the Spanish origin population

compared to the total population of Amsterdam. The data indicate that Hispanics have lower incomes and lower levels of education. They also have higher percentages of persons living below poverty and higher rates of unemployment. Hispanic families are somewhat larger and have lower percentages of persons under age 18 living with both parents. They are also much more likely to be employed in manufacturing and less likely to work in retail trades or professional and related services, compared to the total population of Amsterdam.

TABLE 15

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF AMSTERDAM: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	1,366	21,872
Median household income in 1979	$10,368	$12,511
Median family income in 1979	$14,844	$16,867
Percentage below poverty	26.6	8.2
Percentage high school graduates	37.5	58.0
Percentage unemployed	9.2	7.2
Percentage in manufacturing	60.1	36.7
Percentage in retail	8.9	13.4
Percentage in professional and related services	9.0	19.9
Percentage persons under 18 living with both parents	61.7	73.2
Mean number of children ever born	1.4	1.1

B. The Economy

Amsterdam is doing about as well economically as the State of New York as a whole. The median income in Amsterdam is lower than it is for the State, but so is the cost of living. The unemployment rate in 1980 was about 7% for both Amsterdam and the State, but the State has a higher poverty rate (10.8%) than Amsterdam (8.2%).

The major problem in Amsterdam is that the economy is in a period of transition. In this respect, the town is a microcosm of many areas in the country that relied heavily on production type manufacturing in the past that is now being done overseas. For many years, Amsterdam was the carpet manufacturing capital of the region. This and similar industries required large, unskilled, low paid labor forces. More recently, a large toy manufacturer hired about 5,000 workers, but has reduced its workforce to about 1,500 and may close.

These industries drew large numbers of unskilled workers, many from Puerto Rico, because people were assured jobs that required little or no training. They could move freely in and out of employment and back and forth between Puerto Rico or other areas and Amsterdam, almost at will. This back and forth migration tended to reinforce their use of Spanish and reduce their commitment to employment training.

Most of the factories that engaged in production manufacturing have closed, leaving large, antiquated, and rusting facilities. New industry has moved in. But these new industries typically require smaller facilities, employ about 100 to 200 workers, on average, and depend on a more skilled labor force.

The result of this transition is that jobs are scarce and those that are available require a better educated, more skilled, and more stable labor force. Many of the unemployed, unskilled workers that were caught up in the transition remain in the community and receive public assistance. The State of New York is more generous than most states in this regard and has no residency requirements.

The limited English proficient persons most in need of employment training are the unskilled. They require long term, multiple services, including basic skills training, if they are to move into these higher skilled jobs. Some may have to relocate because of the limited number of jobs in the community.

Montgomery County and the City of Amsterdam are relatively conservative both politically and socially. There is some mild concern about the limited English speaking population in need of employment training, but the scarcity of jobs is the primary concern.

C. Organizations Providing Services

The following organizations provide employment training and related services for adults and out-of-school youths in the community with funding from several sources:

1. Fulton-Montgomery Community College

The Community College has open enrollment and offers a variety of two year degree and one year certificate programs. The college is reimbursed by the State based on credit hours generated. Non-credit courses are offered through the college's continuing education program which currently only offers ESL and Project L.I.F.T. The ESL course teaches mostly English survival skills. Most of the 35 people currently enrolled are foreign students from Malaysia. Project L.I.F.T. identifies, assesses, and refers displaced homemakers for career re-entry. Some of the clients are Hispanic. ESL and bilingual training are available. A few of the Hispanic women from Project L.I.F.T. have gone on to the community college credit programs.

About 40% of the community college funds are obtained from the State. Another 32% is received from tuition fees. This current fiscal year, the college received about $25,000 in Perkins money which supports a small continuing education program.

2. Liberty Enterprises

This CBO provides vocational training for the handicapped, which includes the physically handicapped, mentally retarded, and persons with learning disabilities. Most funding is obtained from the State Office of Vocational Rehabilitation. The organization serves a five county area and provides services at several locations in the community. For example, they are currently working with 20 families which have a disabled member and are operating a residential program for the disabled. Most of these people have limited mobility. There are about a dozen Hispanics enrolled in the program. The organization also has a Spanish speaking case worker who works in the community with the families.

In addition, Liberty Enterprises operates a sheltered work shop for Hispanic LEP persons that is funded by JTPA. Work experience is provided while the clients are enrolled in ESL. Many of these clients are from Puerto Rico and have no marketable skills. The training includes assessment of work skills with benchmarks built into the assessment process.

3. The Private Industry Council

The PIC is the major JTPA funded organization for Fulton, Montgomery, and Schohaire counties. It primarily provides on-the-job-training (OJT) in businesses within the counties the PIC serves. The rationale for this approach is that each business only has one or two job openings, and training must be specific to the job. The PIC also funds an evening ESL program given by the Catholic Apostolate in the community. This program is designed to teach survival and employment specific skills such as how to complete a job application.

The PIC has one Hispanic outreach worker who does outreach and intake, and six marketeers who develop jobs for clients. During a specified training period the employer is reimbursed for half the cost of training. The outreach workers work closely with the marketeers. Several Hispanics have participated in this OJT program.

4. Greater Amsterdam School District

The School District receives federal adult education and Perkins funds. In 1988-89, they will get $68,683 in Perkins funds as follows: disadvantaged $4,961; handicapped $3,478; adult $18,497; Part B $21,807; single parent $14,000; and sex equity $5,940. The single parent and sex equity funds will go to the area's vocational technical center. The adult education program provides ESL, ABE, GED, and some office occupations training such as word processing and computer training.

Hamilton-Fulton-Montgomery BOCES Vocational Technical Center is primarily a secondary school that serves Hamilton, Fulton, and Montgomery Counties. A variety of vocational programs are offered, some of which are available to

adults. Most funds are obtained from the participating counties. The Center uses Perkins adult, single parent, and sex equity funds to serve adults and out-of-school youth from Amsterdam.

5. The Department of Social Services

This agency administers the AFDC funds and other welfare funds for Montgomery and surrounding counties. It contracts with other agencies for employment training and related services. Many of the AFDC recipients are Hispanic and some are limited English proficient. The Employment Division of Social Services subsidizes and/or refers eligible AFDC recipients for employment, education, and training to the PIC and the Department of Labor. Social Services also administers the Temporary Employment Assistance Program (TEAP), which is a grant diversion program. This is similar to OJT in that training is provided for a specified period of time, such as 3 months. In this program, a trainee's wages are subsidized by a grant to the employer who also receives a tax credit. The employer pays the difference between the job wage and the subsidy to the trainee.

In addition, Social Services refers AFDC recipients to the PIC for business school training that is provided in Albany. This school also offers ABE, ESL, and GED. Social Services pays for their transportation.

6. New York State Department of Labor

The local branch of DOL provides general employment services. An outreach worker from the Catholic Apostolate works one day per week with the Hispanic clientele, and the agency is in the process of hiring a Spanish speaking supervisor. The primary source of funding for this agency is the New York State Department of Labor.

7. Catholic Apostolate

The Apostolate is a CBO that provides ESL, outreach, and referral services for the Hispanic population in Amsterdam. The organization receives some JTPA funds.

8. Centro Civico

This volunteer organization provides advocacy for the Hispanic population in Amsterdam. However, it is short staffed and running out of funds.

D. Planning and Coordination

There appears to be two segments in the community that plan and coordinate services with each other. One segment consists of the Department of Labor, which includes JTPA and Employment Services, and the Department of Social Services. They are essentially tied to each other because of the work rule requirements in the AFDC legislation. The other segment consists of the educational community which includes the school district, the BOCES, and the community college. There is some coordination among the educational providers, but there is little, if any, coordination between the two segments. In fact, the PIC gives the 8% JTPA funds that are usually used to coordinate with education to the Catholic Apostolate for ESL and outreach. Besides the OJT that the PIC provides, some job training services are purchased from business schools in Schenectady and Albany, by-passing the local vocational training institutions. Neither the school district, the BOCES, nor the community college receive JTPA funds as they do in other communities. The major providers of employment training and related services for LEP adults in Amsterdam are the Social Services, Employment Services, and the PIC. The educational institutions provide some services such as ESL, but offers little job training for LEP adults even though they have large vocational education facilities.

E. Additional Service Needs

When respondents were asked about the additional need for services, the conversation always turned to the need for more jobs. An additional concern was the transiency and lack of basic skills of the most needy limited English proficient population. Several respondents stated that it is not only difficult to get this population into training programs, it is also difficult to get them to complete training and stay in a job. They have a high drop out rate from training programs and often leave their jobs without notice.

The skills and employment behavior of the limited English proficient population served well in the production manufacturing industries that used to be located in Amsterdam. However, the newer industries require more commitment and more training. There are many LEP adults in Amsterdam who are taking advantage of the training and jobs that are available, but there is an underclass that is developing as the labor intensive manufacturing industries that used to employ thousands of unskilled workers move overseas.

It is difficult to determine how much better coordination would improve services to the limited English proficient people in Amsterdam, or if it would be more cost-effective given the other problems. There is currently no lead agency that provides employment training for limited English proficient adults and out-of-school youth. JTPA is the major employment training program, but targets the economically disadvantaged, with limited English proficiency only a secondary issue. The vocational education facilities in the school district, the BOCES, and the community college are under-utilized in terms of providing short term job training for adults. However, there is not much incentive to provide these services when the job opportunities are so limited.